17

COMMUNITY TASK FORCE ON
NEIGHBOURHOOD SOCIAL AND RECREATION SERVICES

February 1, 1982.

MUNICIPAL REFERENCE

To: Neighbourhoods Committee

Subject: Interim Report - Social and Recreational Services in Toronto

Origin: Community Task Force on Neighbourhood Social and Recreation Services (c36nhc82001:12)

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Comments:

I. INTRODUCTION

A. MANDATE OF TASK FORCE.

In July 1981, Toronto City Council established the Community Task Force on Neighbourhood Social and Recreational Services for the following purposes:

1. To conduct a review of current funding commitments and the nature of existing programs/services with particular regard to:

   - the relationship between the nature of programs and the type of facility;
   - the identification of service gaps and overlaps;
   - an analysis of volunteer time.

2. To conduct a review of current funding policies, criteria and procedures and recommend appropriate changes.

3. To conduct a review of current organizatinal arrangements and relationships (internal and external) and recommend appropriate changes.

4. To develop a proposed policy with respect to the City's commitment to social and recreational services and the appropriate areas for providing support and resources, including non-financial, to organizations.

The Task Force is composed of representatives of Council, civic departments, local boards of education and community agencies providing social and recreational services to Toronto residents. A final report is to be submitted to Council by June 30, 1982.

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B. PURPOSES OF REPORT.

The three purposes of this interim report are to:

1. Consolidate information collected to date in a form that can be made available to interested individuals and organizations.

2. Summarize the major trends, issues and current problems relevant to the consideration of a City policy on social and recreational services.

3. Outline the structure and process the Task Force will adopt in completing its review and preparing its final report.

C. ORGANIZATION OF REPORT.

This report has been organized to provide the following:

1. An overview of social and recreational opportunities available to city residents and the way in which services are organized and delivered.

2. A description of the City's current involvement with respect to:

   - Programs directly offered to the City through the Parks and Recreation Department and those provided by community agencies receiving financial assistance from the City.

   - Major elements of the City's current funding policy, criteria and procedures.

   - Historic levels of the City's financial involvement in social and recreational programs.

3. An identification of issues and trends arising out of a review of the literature in the field and available statistics.

4. A presentation of specific issues and problems as identified by the Task Force.

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5. An outline of the immediate focus, structure and processes to be adopted by the Task Force to complete its work.

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II. OVERVIEW OF SOCIAL AND RECREATIONAL SERVICES

A. TYPES OF SERVICES AND THEIR ORGANIZATION.

The principal objective of the Task Force is to propose a policy with respect to the City's commitment to social and recreational services. This policy would need to define the appropriate extent of the City's direct provision of such services and where support to other service organizations is appropriate.

One of the first difficulties that arises in considering such a policy is the definition or scope of activities that should be encompassed by the terms "recreational" and "social" services and whether there is a useful way of distinguishing the two. In the view of the Task Force, recreation should include:

> all of those activities in which an individual chooses to participate in his/her leisure time and includes sports, physical fitness, artistic, creative, social, cultural, intellectual/educational and neighbourhood betterment activities.

Therefore, a proposed policy would need to set out the various ways in which the City could promote or provide the availability of opportunities for city residents to engage in this broad range of recreational activities.

It is assumed from the outset that many individuals create such opportunities for themselves within the context of their families and friendship networks. A public policy, therefore, should:

1. Seek to strengthen individual, group and community self-reliance in the organization of leisure time activities,

2. Support the provision of physical space and facilities that are conducive to a wide range of activities, and

3. Provide and/or financially assist in the provision of programs where the unique recreational needs of individuals or the nature of activities would not generally be available on an informal level, e.g. gymnastics.

Hence, a primary attribute of a public policy should be its focus on the supplementation of recreational resources not otherwise provided by informal relationships and other city-located formal service organizations.

The term "social services" is particularly problematic. First of all, it is normally associated with established programs (e.g.,

income security, social assistance, child welfare, day care, homes for the aged), which are recognized as the responsibility of other levels of government. It is not the view of the Task Force that the City should seek to assume responsibility for such programs or services. At the same time, it is in the interest of the City to ensure that such formal services are organized, financed and delivered in ways that best serve the needs of city residents.

There are, however, a number of services and programs offered by a variety of formal and more informal organizations that do not fall within the category of established "social services". These might be more appropriately referred to as "community services" and they include such things as:

- Tax Clinics
- Legal Aid Clinics
- Language and communication services for immigrants
- Aid to new mothers
- Citizenship
- Alcoholics Anonymous
- Information and Resource Centres
- Weight Clinics
- Singles in Stress
- Parent/Child Resource Centres
- Meals-on-Wheels
- Adult Summer Day Camps
- Ratepayers Meetings
- Youth Employment Centres
- Volunteer Bureaux

These services may be of a very local nature and they frequently are initiated by either residents of a particular neighbourhood or by persons sharing common problems or concerns. Appendix I.C. is a listing of community service organizations that received financial assistance from the City in 1980 and 1981.

As for the difference between recreation and community services, an attempt to draw a distinction may obscure more than it would clarify. Where such distinctions have been attempted, the difference is often more associated with the organizations providing the activities than the activities themselves. There might be general agreement that the organization of a hockey league, the provision of a swimming program, or the development of a drama club would be seen as recreation. Likewise, the provision of a legal aid clinic, a tenant hotline or a meals-on-wheels service might be seen as a "community service". However, provision of a drop-in centre for senior citizens or youth cannot be categorized neatly as being exclusively one or the other. In the long run, a useful policy might be one that achieves the following:

1. Recognizes that a sharp distinction between recreation and community services cannot be usefully drawn with respect to many activities.

2. Establishes a role for the City in advocating for the continued, if not extended, jurisdiction of other levels of government for social service programs.

3. Identifies a broad range of services and programs, be they "recreation" or "community service", that enhance the quality of life in the city and which the City wishes to promote, encourage and/or support.

4. Flexibility in arriving at the organizational forms and resources most appropriate to the needs being addressed.

5. Retains the primary, although not exclusive, focus of the City's role as a direct service provider to the provision of a broad range of recreational opportunities.

6. Continues to provide a variety of financial and other resources to emerging community service needs and services developed at a neighbourhood level.

As noted in more detail in Section III, recreation and community services are provided by a wide variety of organizations. The range includes both large and small organizations that are organized as public departments, commercial enterprises, non-profit voluntary organizations with long histories in the city, small community organizations that either serve very specific groups (tenants) or provide very specific services, and comparatively less formal affiliations of people sharing certain common interests.

B. PUBLIC AND PERSONAL EXPENDITURE HIGHLIGHTS.

The City of Toronto allocates public monies to parks, recreational and community service programs in three* ways which are:

1. The financing of parks, facilities and recreation programs owned, leased or operated under permit or agreement and maintained by the City through its Parks and Recreation Department. This also includes shared use agreements with the local boards of education.

2. The funding of "core administration" costs of community centres owned by the City and operated by Boards of Management established under a Council by-law.

*The City also funds the net deficits of the arenas owned by the City and operated by Boards of Management. In 1981, however, this amount is anticipated to be only $20,457. Arenas will not be described or examined in this report.

3. The provision of grants to local groups and organizations that provide community services or recreational programs to city residents.

Community centres and groups receive City grants and in some instances obtain additional funds from charitable sources, specific fund-raising events and grants from other levels of government. For the latter group, the City's grant may only be a small portion of their total budget.

The 1981 City budget provided approximately $22.8 Million in net expenditures for such facilities and programs. This amounts to about $38.44 per city resident.

If the anticipated net expenditures of the Recreation Division of the Parks and Recreation Department are considered, the estimate is approximately $8.5 Million or $14.25 per city resident.

However, it is important to recognize that the vast majority of costs associated with the meeting of recreational needs are paid for by individual personal expenditures. According to Statistics Canada(1), the average Toronto household spent $960.60 for leisure time activities in 1978. In that year, total expenditures by all households would have been in the general neighbourhood of $220 Million. Added to this was another $121.50 per year expenditure by the average household for reading materials, totalling $28 Million for all households for this item.

For the average household, total yearly expenditures for recreational activities were proportionately divided in the following way:

TABLE 1

Proportion of Household Recreation Expenditures Allocated to Categories

Type of Expenditure	Proportion of Total Dollars
Home Entertainment Equipment (radio, T.V., stereo, etc.)	26.6%
Holiday and Travel	19.0%
Outdoor Recreation Equipment	17.7%

(1) Statistics Canada, Family Expenditures in Canada: 1978. Vol. 2. Ottawa: Statistics Canada, 1981.

Home Recreation Equipment (games, toys, musical instruments, hobbies)	15.6%
Admission to Events (movies, sports events, museums)	10.8%
Recreation Fees, Licences and Dues	8.2%
Other	2.1%
	100.0%

For the average Toronto household, 4.7% of total yearly expenditures are devoted to recreational costs.

While the proportion of total household expenditures devoted to recreation does not change significantly from one income group to another, the proportion allocated to particular items of expenditures does show marked differences as can be seen in Table 2 (national figures).

TABLE 2

Proportion of Household Recreation Expenditure by Category and Income Groups

Type of Recreation Expenditure

Expenditure	Under $6,000	$16,000-$19,900	Over $35,000
Home Entertainment Equipment	48.3%	27.4%	7.7%
Holiday and Travel	3.9%	13.7%	21.5%
Outdoor Recreation Equipment	15.1%	20.8%	25.2%
Home Recreation Equipment	11.6%	19.1%	16.6%
Admission to Events	10.0%	10.6%	9.5%
Recreation Fees, Licences & Dues	11.0%	7.2%	8.1%
Other	-	1.1%	1.3%

If home entertainment and home recreation equipment categories are combined because of their home-centred nature, those households with incomes under $6,000 expend 59.9% of their recreation dollar

in this fashion whereas those with incomes over $35,000 expend only 34.3% of their recreation dollar in this way. All income categories spend approximately the same proportion of their recreation dollar on admissions to events and recreation fees, licences and dues. On a national basis, households of incomes over $35,000 spend more than 10 times the annual amount spent by those under $6,000 for recreation apparatus. Assuming that available income is a major determinant of the recreation activities pursued by Torontonians, these figures give some indication as to who will be the likely users of certain types of programs and who might be excluded because of costs.

III. CURRENT SCOPE OF CITY INVOLVEMENT

A. INTRODUCTION.

The three avenues through which the City either directly offers or supports the provision of recreational and community service programs are:

1. The operation of recreational facilities and programs by the Recreation Division of the Department of Parks and Recreation.

2. The funding of the core administrative costs of 7 community centres operated by boards of management by Council by-law.

3. The provision of general and recreational grants to various community organizations and agencies that provide service to city residents.

In this chapter, an overview of the organizational and accountability structure, programs and funding policy and levels will be presented. Back-up statistics are contained in Appendix I.

B. DEPARTMENT OF PARKS AND RECREATION.

Since fiscal year 1975, the Department of Parks and Recreation has been organized into 4 divisions as noted in Appendix I.A. The department reports to Council through the Neighbourhoods Committee. Like other city departments, it receives an annual allocation of funds from Council through a budgetary process that begins in the fall and ends in the late spring of each year.

Actual expenditures by the Department have grown from $7,139,033 in 1969 to $19,689,766 in 1980 with estimated expenditures for 1981 being $21,568,374. For 1981, the projected distribution of these dollars within the department is as follows:

TABLE 3

Divisional (or Program) Distribution of Dollars within Department of Parks and Recreation (1981 Estimates)*

Division (Program)	Estimated Net Expenditures	Per Cent of Total
Administration and Budgets	$ 1,161,321	5.4
Parks	10,394,255	48.2
Recreation	7,196,842	33.4
Design and Maintenance	2,460,674	11.4
Shared Use Grants	156,489	0.7
Special Items	198,793	0.9
Totals	$21,568,374	100.0

*Source: City of Toronto, Budget Estimates, 1981.

This internal distribution has remained unchanged over the years as has the relationship of salaries and fringe benefits to total expenditures which is 77.7 per cent for 1981. The 1981 departmental budget represents 94.4 per cent of all City expenditures for parks, recreational and community services.

The Recreation Division of the department manages 19 permanent recreation centres, 2 seasonal centres and offers a variety of recreational programs free of charge to city residents in these and other locations. The Division is divided into 3 Sections as noted in Appendix I.A. and a description of each is as follows:

Community Services Section:

The primary functions of this section are to manage and offer programs in the 19 permanent recreation centres. Of this section's 94 permanent staff, 89 are located in recreation centres. Centre programs are provided by permanent program staff (63) plus casual staff employed to offer specific programs, e.g., Yoga instructor.

The development of program offerings occurs at the centre level. In 11 of the 19 centres advisory councils assist staff in program planning. Advisory councils are in the developmental stage in two other centres. Specific program schedules are developed 6 times per year, 4 to coincide with the seasons and a Christmas break and March break schedule.

While the number and range of programs varies from centre to centre depending upon perceived needs/demands and available resources, they can be categorized under the headings of:

Physical
- Individual and Team Sports
- Fitness and Creative Movement
- Dance
- Gymnastics
- Martial Arts
- Fitness and Jogging
- Programs Adapted for Special Need Persons

Arts
Crafts
Social
Aquatic
Recreational/Educational
Nursery Programs

Appendix I.A. contains a description of the total range of specific programs offered by centres although no one centre offers the complete range of programs.

In addition to offering specific programs, centre facilities not being utilized are made available for external groups, generally without charge. The number of groups making such use of facilities has been increasing steadily.

This Section represents 89 per cent of the Division's permanent staff and approximately 54 per cent of divisional expenditures. The difference is largely accounted for by the use of casual staff in the other two divisions. This Section's proportion of divisional expenditures has increased since 1975.

Seasonal Facilities Section.

This Section is responsible for the operation of artificial ice rinks, liaison with the management of City-owned arenas, the summer operation of outdoor pools and the programming of all aquatic activities that operate in school locations. It should also be noted that in the summer the Division has a co-operative arrangement with the Toronto Board of Education where the Board provides daytime instructional swimming at school locations and the Division provides evening recreational swimming. This Section accounts for approximately 31 per cent of the expenditures of the Recreation Division and 5.6 per cent of permanent staff. The difference lies in the substantial use of temporary and casual staff.

Seasonal Programmes Section.

This Section is responsible for the development of athletic and sports programs, winter playgrounds, cultural, arts and crafts programs and youth centres which operate in schools. In the summer months, this Section is responsible for City wading pools and summer playgrounds. This Section accounts for approximately 14.6 per cent of expenditures of the Recreation Division and 4.8 per cent of permanent staff. The difference again lies with the extensive use of casual staff.

C. COMMUNITY CENTRES.

Beginning in 1974, the City undertook to provide limited funding of "community centres". These centres are located in city-owned buildings but are operated by boards of management established by individual Council by-laws. While the various by-laws establishing these centres contain similar provisions, there is significant variation among centres with respect to:

- size of the board of management and the rules and procedures governing board selection and tenure;
- scale of operation and the number and variety of programs offered;
- extent to which the focus of service is on "recreation" or "community services";
- extent to which centres develop sources of funding in addition to the "core administrative funding" provided by the City;
- the specific property maintenance responsibilities assumed by the board of management and the City.

In 1974, the City provided $8,210 to two community centres. The 1981 City budget estimates anticipated $691,597 would be provided to seven community centres. (See Appendix I.B. for details). For 1981, this will account for 3.0 per cent of all City expenditures for parks, recreation and community service facilities and programs or 8.2 per cent if only the expenditures of the Recreation Division are considered.

While the Council by-laws establishing the seven centres each provide for Council appointment of the members of the board of management, actual practice is different. It is now common practice for Council to appoint the two aldermanic representatives of the ward in which the centre is located to the board and confirm the remaining membership as appointed or elected under the

provisions established by each centre. At present, there is no Council policy or generally accepted constitutional guidelines that pertain to these governing arrangements. The provisions for accountability to Council are defined in the by-laws creating the centres. The centres are treated like civic departments with respect to the annual budgetary approval procedures. Generally speaking, the day to day management of the centre, program planning and delivery, personnel policy and financial management (as long as expenditures do not exceed the approved budget) are seen as the responsibility of the board of management.

Since their inception, City funding has been restricted to the "core administrative" costs of the centres. This term is not specifically defined but its limits can be inferred from current practice to mean all salary and benefits costs and facility operation and maintenance costs except those directly associated with specific programs and have historically included costs of:

- Salary and benefits of centre personnel involved in:
  - Administration
  - Program and volunteer co-ordination
  - Secretarial and reception
  - Maintenance
- Materials and supplies related to centre administration and maintenance, e.g., advertising, postage, etc.
- Furniture and Equipment of general use of the centre.
- Purchased services such as utility costs, printing and duplication, auditing and minor building repairs.

Both the amounts and the items included in each centre's proposed budget are subject to annual negotiation with the City. Unlike city-operated recreation centres, wages or fees paid to either program staff or instructors and costs of specific program materials are not eligible for City funding. These costs as well as those costs in excess of the approved budget must be financed through various fund-raising events of the centre.

In 1979, Council adopted a policy that would take effect in 1980 which provided for centres to retain all generated revenue and apply these amounts to program costs. Prior to this policy, centres were required to deduct this amount from the City contributions. The amount of such revenue and the extent to which it is generated from rental of facility space varies markedly from centre to centre as can be seen from the table that follows:

TABLE 4

Self-Generated Revenue of Community Centres (1980)

Community Centre	Total City* Core Funding ($)	Total Self-Generated Revenue ** ($)	Rental Revenue as a % of Total Revenue **
Cecil Street	90,066	11,247	84.8%
Church Street	180,582	48,876	14.4%
Cowan Avenue	42,788	12,533	96.4%
Main Street	87,689	49,833	0.03%
Ralph Thornton	6,761	-	-
Scadding Court	121,577	45,704	48.9%
Central Eglinton	23,381	5,108	55.2%
Totals	$552,839	$173,301	

* Source: City of Toronto, Budget Estimates, 1981. 1980 Actuals.

** Source: City of Toronto, Audited Statements prepared by City Auditor (1980).

The self-generated revenue only includes actual money received or outstanding and it does not include any valuation of volunteer services received by the centre. Since community centres extensively use volunteers, a valuation of their contribution would add substantially to the non-City resources generated by centres. The extent to which volunteers are used by all three types of facilities and programs is now under review by the Task Force.

The range of program offerings and the recreation vs. community service orientation vary from centre to centre. A review of all seven centres reveals six general functions performed to varying degrees which are as follows:

1. The provision of physical space for occasional use by local community groups or associations for meetings or special events normally with a user fee being charged.

2. The sponsoring of meetings or forums for discussion of neighbourhood issues.

3. The use of centre space and limited staff resources to facilitate the development of programs which are then operated by the groups themselves sometimes with the use of external resources. Examples include yoga classes, health and nutrition seminars, and income tax and legal aid clinics.

4. The use of centre space, staff and limited program funds for the direct offering of programs. The range of programs is as broad as #3 and may also include day nurseries for pre-schoolers, after-four programs for school age children, youth drop-in programs and parent-child resource clinics.

5. The use of the facility by formal social service organizations.

6. The development of time limited projects or special programs, generally of a community service nature, with funds derived from other levels of government.

For the most part, community centres do not provide physical recreation opportunities of a sports nature. The range of programs offered includes:

- Physical fitness, exercise and dance classes.
- Passive recreation activities.
- Arts, crafts, music and theatre programs.
- Workshops and seminars of an educational nature on various topics including health, nutrition, income tax, and parenting skills.
- Drop-in centres particularly for teens and seniors with various social activities.
- Parent-child resource centres.
- Formal day nursery and after-four programs for children.
- Specific counselling services or clinics, e.g., legal, tax, employment, etc.

The extent to which this range of programs is available at a particular centre and the degree to which centre staff are involved in direct programming is related to such factors as:

1. Perceived neighbourhood needs and other available resources.

2. Priorities of the centre's board of management.

3. Extent of core funding from the City.

4. Size and spatial features of the facility.

5. Pool of available volunteers.

6. Length of time in operation.

7. The capacity to generate revenue for self-sustaining programs.

D. ORGANIZATIONS RECEIVING CITY GRANTS

Under Section 4(1) of the City of Toronto Act, 1935, Council has the authority to make grants to institutions and persons carrying on or engaged in work which in the opinion of Council is for the advantage of the inhabitants of the City, but where no authority to grant aid is conferred by other statutes. The City has utilized this provision to allocate annual grants to a number of local organizations offering social and recreational programs.

The City provides such grants under two categories: General and Recreational. Over the years Council has established various procedures and review bodies to examine grant applications and make recommendations. In January 1977, a Grant Review Board, composed of three aldermen and reporting to Council through the Executive Committee, was established to oversee both types of grants.

Grants may be made to facilitate the on-going provision of programs or services having proven benefits to city residents or to test new programs serving identified needs. Grants are generally restricted to organizations whose activities take place within the boundaries of the City and the greater part of whose clientele live within the City. In addition, the following guidelines are applied in the consideration of grant applications:

1. Support will be available to non-profit organizations, not to individuals or to for-profit enterprises.

2. Support will be available to organizations that demonstrate that they intend to serve clearly identified and recognized community needs of citizens in the City of Toronto.

3. Support will be available to organizations that are able to identify their purposes and objectives to meet these needs.

4. Support will be available to organizations whose programs are designed with sufficient impact to meet their objectives within specified time periods.

5. Support will be available to organizations that do not restrict access to membership in the organization itself or its committees on the basis of age, sex, race, religion or other such characteristics, recognizing always that groups are formed to serve particular interests.

6. Priority for support will be given to organizations whose purpose, objectives, and service programs are designed to assist persons who are disadvantaged in terms of income, employment, and other opportunities.

Grants can take one of two forms which are as follows:

(a) Sustaining Support

This kind of support is meant to assure maintenance and stability to the organization receiving a grant. The grant is given to support the organization itself (staff costs, rent, operating costs, etc.) rather than for the support of the identified programs or projects of the organization. The term 'sustaining' does not imply that funding is or can be guaranteed from year-to-year.

(b) Project Support

This type of support is usually given for a specific program, project or item.

In 1981, the Grant Review Board recommended that $560,170.00 be allocated to 93 organizations. This represented 49 per cent of the funds requested by the 120 applicant organizations. This amount will account for 6.6 per cent of City expenditures for social and recreational programs if only the expenditures for the Recreation Division of the Department of Parks and Recreation are considered. Since 1968, General and Recreational Grants have consistently represented between 0.1 per cent and 0.2 per cent of total expenditures made for all City purposes. Appendix I.C. contains more detailed statistics on historical funding, types of organizations funded and highlights from the recommended allocations for 1981.

Applications for grants are categorized under a number of subheadings. The actual allocations for 1980 and the recommended allocations for 1981 by category are contained in the table that follows:

TABLE 5

Distribution of General and Recreational Grants by Category

Type of Grant and Sub-category	Actual Allocation (1980)		Recommended Allocation (1981)	
	$	% of Total	$	% of Total
A. General Grants				
Information Centres	23,100	4.9	24,600	4.4
Special Interest Groups	77,750	16.4	119,200	21.1
Other	34,100	7.2	36,820	6.5
Sub-total	134,950	28.5	180,720	32.3
B. Recreational Grants				
Leisure Services	179,300	37.8	203,500	36.3
Sports and Boxing Clubs	19,650	4.1	21,550	3.8
Summer Programs	24,000	5.1	26,600	4.7
Youth Centres	116,262	24.5	127,800	22.8
Sub-total	339,212	71.5	379,450	67.6
TOTALS	474,162	100.0	560,170	99.9

There are no written priorities with respect to the distribution of grants. An informal attempt is made to keep the proportion of funds going to each category similar from year to year. Since 1976, the distribution between the two types of grants has remained relatively constant with General being roughly one-third of the total and Recreational being two-thirds.

IV. FUTURE TRENDS

A. Literature Highlights

A review of the literature indicates a number of general themes and issues that will have an impact on the municipal organization and delivery of leisure services over the coming years. In point form these are:

1. Likelihood of increased pressure to restrain the growth of public expenditures for leisure services and concurrent pressure to increase offsetting revenue through user charges.

2. Shift away from construction of new facilities to a greater use of existing public facilities for multiple uses.

3. Development of more comprehensive information systems with respect to social and recreational opportunities and programs in order to encourage more extensive utilization of existing resources.

4. Increased need for local government to assume leadership role in overall planning and co-ordination of leisure services, leisure education and outreach.

5. Increased emphasis upon the provision of basic facilities and the facilitation of recreational opportunities and a decreased emphasis upon direct programming.

6. Increased pressure to be more responsive to particular population groups, e.g., handicapped persons, senior citizens, ethnic groups, etc.

7. Increased pressure to expand the use of volunteers.

8. Greater use of purchase of service and grant funding to support community groups and agencies providing service and a decreased emphasis upon direct service by local government.

9. Increased pressure to broaden the concept of "recreation" to include more opportunities for artistic, cultural, intellectual/educational and social activities.

On this final point, the broadening of types of opportunities becomes particularly important in view of the substantial decline in participation in any form of sports or physical recreation activities that occurs with age.(1) As will be noted in the following section, Toronto is already experiencing a major shift

On this final point, the broadening of types of opportunities becomes particularly important in view of the substantial decline in participation in any form of sports or physical recreation activities that occurs with age.(1) As will be noted in the following section, Toronto is already experiencing a major shift in the age distribution of the population which in turn is likely to have a significant impact on the types of recreational opportunities sought by city residents.

(1) Statistics Canada, Travel, Tourism and Outdoor Recreation: A Statistical Digest (1978 and 1979). Ottawa: Statistics Canada, May 1981.

B. Demographic Trends

A detailed description of factors that will likely have an impact on leisure time activities in the city is contained in Appendix II. Highlights from this paper include:

1. Anticipated decline in the city's population over the next 10 years with a significant decline in the age group 0-19 and a slight decline in the number of persons over the age of 65.

2. Dramatic increase in the proportion of non-family households and family households without children.

3. Continued increase in the female labour force participation rate.

4. Continued decrease in the age of retirement.

5. Decreased supply of private, outdoor recreation space as the trend of multiple family housing types continues.

In general, the majority of recreation resources are currently directed to persons under the age of 20. The most obvious question arising from the factors noted above will be the capacity of current service providers to meet the leisure time needs of a significantly different population.

V. SUMMARY OF ISSUES

For the past four months, the Task Force has concentrated its energies on the following:

1. The collection of information on current programs, policies and funding arrangements and the design of additional data-gathering efforts.

2. The development of an effective organizational structure for undertaking the Task Force workplan.

3. The design of public consultation processes.

4. The identification of major policy issues and principles needing to be addressed by the Task Force and discussion of tentative positions.

This chapter summarizes these issues and tentative Task Force positions. It is intended that the public consultation processes, further information-gathering activities, detailed review by sub-committees and Task Force discussions will lead to various changes and modifications to these issues and positions.

Effective Co-ordination and Utilization of Existing Resources

In the view of the Task Force, a City policy on social and recreational services must ensure that existing resources are being utilized effectively. Given the current lack of any comprehensive inventory of programs offered by various agencies to city residents and examples of lack of co-ordination at the neighbourhoods level, such a policy would need to contain at least two central elements which are:

1. The City's undertaking of primary responsibility for the development and ongoing support of a co-ordinated system for the collection and dissemination of information on all programs available to City residents.

2. The development of specific means to enhance informal co-ordination of program planning activities by agencies at the neighbourhood level.

The Task Force is currently examining specific ways of achieving these goals in the most cost-efficient manner as well as considering the possible need for some form of co-ordination mechanism at the City-wide level.

Diversity of Programs and Responsiveness to Various Needs

In light of the diversity of Toronto's population, particularly its multi-cultural nature, and the array of service providers, an effective "system" for the delivery of social and recreational services would be greatly enhanced by a policy that:

3. Confirmed the City's support for the continued development of a program delivery system based on a mixture of organizational forms (e.g., directly operated programs, Boards of Management, voluntary agencies, etc.)

and the development of a plan to promote a spectrum of programs and organizations appropriate at the neighbourhood level,

4. Provided flexibility in programming policy and funding criteria to allow agencies of all types to develop a wide range of social and recreational programs that are responsive to the unique needs of particular neighbourhoods,

5. Specifically encouraged the development of new agencies or the expansion of existing ones to better serve the needs of special population groups, and

6. Established the City's commitment to the support of community services through such means as:

   a. the support and/or undertaking of needs identification activities at the neighbourhood level,

   b. the encouragement of neighbourhood co-ordination of programs and services,

   c. the advocacy of financial support for local programs by senior levels of government,

   d. the provision of administrative support to local agencies,

   e. the housing of programs in City-owned buildings,

   f. the encouragement of sharing of non-financial resources and expertise among agencies,

   g. the provision of direct financial support where needs have been clearly identified and other sources of support are not available.

Accountability and Participation

A policy would be seriously deficient if it did not propose means to ensure the accountability to Council of funded agencies or internal departments for both financial management and program performance and further ensure participation of citizens in the decision-making processes affecting services with respect to citizen participation in the planning, development and operation of City-operated and supported facilities and programs. A City policy should provide the following:

7. a) Required public consultation for all new facilities.

   b) The development of Advisory Boards is the minimum for all City-operated or funded facilities and programs operating on a year-round basis.

   c) Constitutions and written procedures for all City supported agencies that provide local citizens with voting rights for Board election and other avenues for participation and agency decision making processes.

   d) Procedures as adopted by Council that provide neighbourhoods with opportunities to design and choose appropriate models of participation.

Equitable Distribution of Resources

In the view of the Task Force, a City policy should contain:

8. The principle of allocating public dollars according to identified "needs" and the establishment of a set of "needs" based written criteria/indicators for use in setting priorities and allocating public dollars to social and recreational programs and facilities.

Such criteria would likely include population density or proximity to facilities and programs as one of a number of indicators of need to be considering in the future distribution of resources.

ADEQUACY OF FUNDING

Since the actual provision of programs and services to city residents must be the pre-eminent objective, a City policy must:

9. Ensure that providers of recreation and community service programs have access to program funds,

10. Ensure that funding procedures adopted by the City provide for clearly defined expectations of accountability to Council and set out only those reporting requirements that are essential to this purpose.

NEIGHBOURHOOD DEVELOPMENT

In the view of the Task Force, a City policy on recreation and community services should be intended to promote more than just an efficient system for the delivery of services. Services should be organized and delivered to promote a broader aim of enhancing the

quality of neighbourhood life. Therefore, a policy should ensure that:

11. The planning for the provision of social and recreational programs be oriented around neighbourhoods and that the term "neighbourhood" be considered a social concept. From this perspective, social and recreational programs should be developed, offered and delivered in ways that promote mutual support and involvement, and enhance personal and social networks.

VI. TASK FORCE STRUCTURE AND OBJECTIVES

The Task Force will be meeting on a monthly basis from January-April 1982. The main work of the Task Force is undertaken by its four subcommittees which are:

- Funding Subcommittee
- Neighbourhood Planning Subcommittee
- Information Management Subcommittee
- Consultation Subcommittee

These subcommittees are composed of both Task Force members and individuals who are currently involved in service agencies or who have an interest in the field.

Over the next four months, the primary objectives are:

- To undertake a community consultation process to elicit comment on identified issues and local issues and concerns,
- To complete the collection of data,
- To develop specific proposals related to the issues identified,

- To prepare a draft of recommendations by mid-April 1982, and
- To design a second stage consultation process for the period mid-April to early May.

Chairman,
Community Task Force on Neighbourhood
Social and Recreation Services.

IS
DM
Attachments.

APPENDIX I

STATISTICS ON CURRENT PROVIDERS OF SOCIAL AND RECREATION SERVICES

APPENDIX I. A.

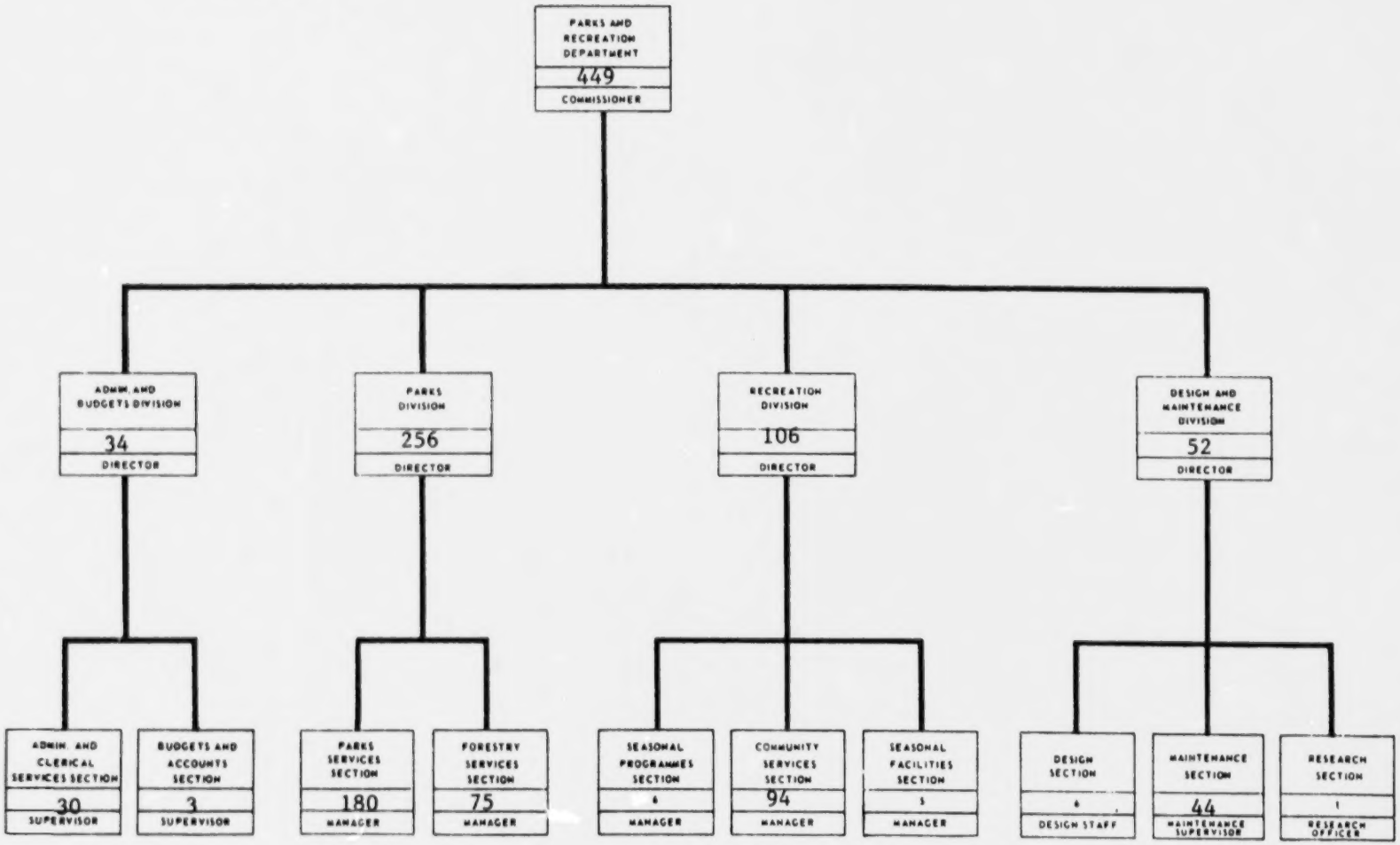
DEPARTMENT OF PARKS AND RECREATION

DEPARTMENT OF PARKS AND RECREATION

PLAN OF ORGANIZATION

AND

PERMANENT ESTABLISHMENT



January 1982

DEPARTMENT OF PARKS AND RECREATION - EXPENDITURES (1975 - 1981)

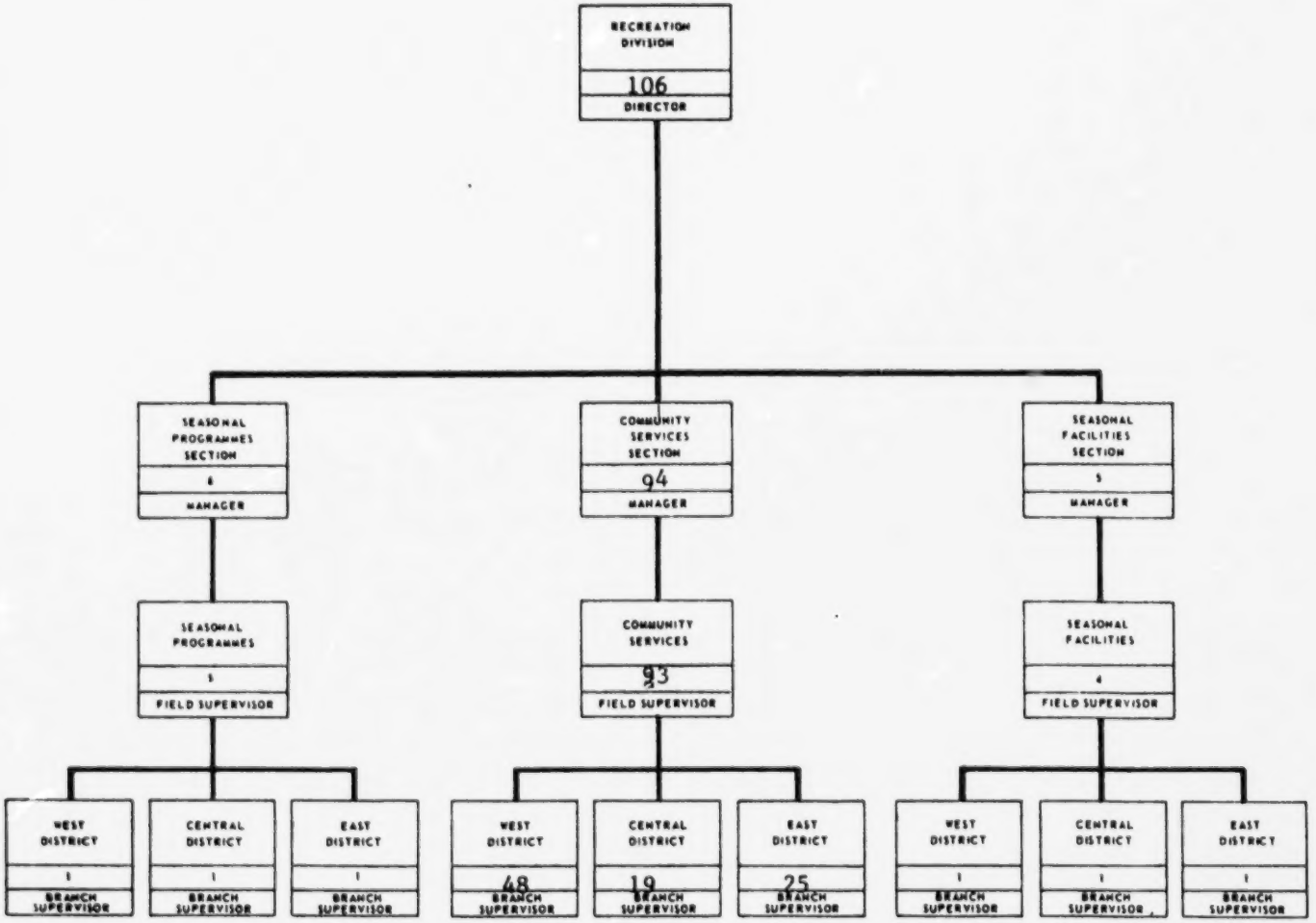
PROGRAM	1975 (Actual)	1976 (Actual)	1977 (Actual)	1978 (Actual)	1979 (Actual)	1980 (Actual)	1981 (Estimated)
Administration	656,576	737,886	821,300	878,047	983,094	1,105,819	1,161,321
Parks	6,066,886	6,673,603	7,358,287	8,055,360	8,821,122	9,901,421	10,394,255
Recreation	3,952,752	4,364,662	4,706,177	4,899,833	5,510,519	6,110,525	7,196,842
Design and Maintenance	1,332,921	1,544,418	1,705,457	1,807,649	2,012,888	2,283,755	2,460,674
Shared Use and Grants	456,977	495,895	127,066 527,004	136,557 284,476	136,136 -	141,133 -	156,489 -
L.I.P. and Young Canada Works	-	186,728	-	-	-	(785)	-
Special Items	121,781	98,112	138,250	117,098	92,269	147,898	198,793
TOTALS	$12,587,893	$14,101,304	$15,383,541	$16,179,020	$17,556,028	$19,689,766	$21,568,374
FEATURE							
Salaries and Wages	8,694,208	9,621,522	10,261,322	10,796,414	12,053,179	13,405,316	14,415,197
Fringe Benefits	1,094,233	1,287,662	1,584,834	1,764,730	1,958,942	2,169,053	2,355,429
Materials & Supplies	785,094	917,414	923,422	961,719	966,377	1,126,285	1,362,377
Equipment	84,569	48,284	39,541	71,085	77,057	141,287	90,185
Purchase of Services	1,587,696	1,866,684	2,065,629	2,331,465	2,576,463	2,911,294	3,375,384
Contributions to Other Budgets, etc.	467,553	502,599	659,619	426,866	159,692	168,738	189,384
Distribution Credits	(125,460)	(142,861)	(150,826)	(173,259)	(235,682)	(232,207)	(219,582)
TOTALS	$12,587,893	$14,101,304	$15,383,541	$16,179,020	$17,556,028	$19,689,766	$21,568,374

Source: Budget Estimates: City of Toronto

DEPARTMENT OF PARKS AND RECREATION

RECREATION DIVISION

ORGANIZATION CHART



January 1982

DEPARTMENT OF PARKS AND RECREATION (RECREATION DIVISION) - EXPENDITURES (1975 - 1981)

ACTIVITY	1975 (Actual)	1976 (Actual)	1977 (Actual)	1978 (Actual)	1979 (Actual)	1980 (Actual	1981 (Estimated)
Seasonal Programs	728,367	837,958	866,268	868,738	892,471	911,892	1,052,828
Community Services	1,821,093	1,973,293	2,161,926	2,277,171	2,700,390	3,191,716	3,898,245
Seasonal Facilities	1,403,292	1,553,411	1,677,983	1,753,924	1,917,658	2,006,917	2,245,769
TOTALS	$3,952,752	$4,364,662	$4,706,177	$4,899,833	$5,510,519	$6,110,525	$7,196,842
FEATURE							
Salaries and Wages	3,126,006	3,419,560	3,634,390	3,740,802	4,203,954	4,624,766	5,357,589
Fringe Benefits	314,160	375,340	427,927	468,010	534,051	598,285	700,873
Materials and Supplies	193,083	224,569	239,067	253,336	268,782	337,171	426,035
Equipment	12,121	12,209	12,272	11,239	12,627	12,967	14,233
Purchase of Services	307,377	332,994	392,516	426,491	491,105	537,253	697,909
Contributions to Other Budgets, etc.	5	10	5	100	-	83	203
Distribution Credits	-	(20)	-	(145)	-	-	-
TOTALS	$3,952,752	$4,364,662	$4,706,177	$4,899,833	$5,510,519	$6,110,525	$7,196,842

Source: Budget Estimates: City of Toronto.

RECREATION PROGRAMMES OFFERED BY THE CITY OF TORONTO

DEPARTMENT OF PARKS AND RECREATION

PHYSICAL PROGRAMMES:

Traditional Team Sports and Individual Sports.

Some innovative programs such as Roller Skating Instruction, Disco Roller Skating, Tin Can Cricket, Cricket, a full range of competitive and house-league sports activities.

Fitness and Creative Movement: Yoga, Keep Fit.

Dance: Belly Dancing, Ballet, Dancercize, Ballroom, Tap, Jazz, Multi-Cultural Folk Dance, Baton.

Gymnastics: Olympic, Modern Rythmics, Eurythmics, Margaret Morris Movement, Creative Gymnastics.

Martial Arts: Judo, Weight-lifting, Boxing, Tai-Chi.

Fitness and Jogging, Dry Land Hockey Training, Seniors' Fitness, Cross-country Skiing.

ADAPTED PROGRAMS:

Stroke Recovery, Gym, Swim and Crafts for Retarded Children, Adapted Sports, Adapted Aquatics.

AQUATIC ACTIVITIES:

A full range of aquatic programs are offered including the Royal Lifesaving Society Programs, the Red Cross Programs, the Department's Awards System in addition to Competitive Swimming, Water Polo, Synchronized, Diving and a Master Swimming Program.

SOCIAL PROGRAMS:

A full range of social activities including Square and Round Dancing, Bridge Clubs, Euchre Clubs, Tween Dances, Teen Dances, Seniors' Special Events, Pre-school Community Library, Chess Club, Movies, Bingo, Bocci, Lounge Activities, Newspaper Club, Garden Club.

CRAFTS:

Sewing, Dressmaking, Crochetting, Macrame, Needlepoint, Quilting, Handicrafts, Nature Crafts, Woodworking, Millinery.

ARTS PROGRAMS:

Pottery, Ceramics, Calligraphy, French Cooking, Multi-national Cooking, Gourmet Cooking, Drama, Puppetry, Mime, Painting, Mural Painting, Oil Painting, Painting and Drawing, Cake Decorating, Garden Club, Woodcarving, Magic Instruction, Baker's Clay, Plaster, Wax Carving.

NURSERY PROGRAMS:

A variety of physical arts and crafts and aquatic programs offered for children of infant age to 5 years of age. These programs generally stress large motor improvement and small muscle development.

RECREATIONAL/EDUCATIONAL:

Referees' Clinics, Sports Clinics, Book Repair, Conversational French, Teen Leadership Programs, Orienteering, Nutrition.

APPENDIX I. B.

COMMUNITY CENTRES

GROWTH OF CITY FUNDING OF COMMUNITY CENTRES (ADMINISTRATIVE PORTION): 1974 - 1981

COMMUNITY CENTRE	1974 (Actual)	1975 (Actual)	1976 (Actual)	1977 (Actual)	1978 (Actual)	1979 (Actual)	1980 (Actual)	1981 (Estimates)
Cecil Street	-	-	-	-	33,226	56,804	90,066	109,815
Church Street	-	45,500	47,859	70,944	101,815	140,302	180,582	178,419
Cowan Avenue	4,534	9,765	6,000	3,765	4,413	24,448	42,788	56,344
Main Street	3,676	22,383	39,382	46,468	51,853	75,386	87,684	115,176
Ralph Thornton	-	-	-	-	-	-	6,761	48,198
Scadding Court	-	-	-	-	1,100	72,039	121,577	154,308
Central Eglinton	-	-	-	-	-	7,714	23,381	29,337
	$8,210	$77,648	$93,241	$121,177	$192,407	$376,693	$552,839	$691,597

Source: City of Toronto, Budget Estimates: 1974-1981.

APPENDIX I. C.

ORGANIZATIONS RECEIVING CITY GRANTS

Final Allocation Report

GENERAL GRANTS

Name	1980 Award	1981 Request	1981 Recommend.
Information Centres			
Bloor Bathurst Information Centre Comments: General support.	$ 5,600	8,000	6,200
Chinese Interpreter and Information Services Comments: General support.	1,500	5,000	2,500
Korean Information and Referral Centre Comments: Insufficent information. Not obviously providing a service to City residents.	-	5,000	Nil
Neighbourhood Information Post Comments: General support.	5,000	6,500	5,500
Parkdale Community Information Centre Comments: General support.	4,750	10,000	5,300
P.O.I.N.T. Inc. Comments: General support.	1,100	1,200	1,200
Polish Social Services Branch of the Polish Information and Immigrant Aid Centre Comments: Last year's award not collected. These funds should now be made available in lieu of a grant this year.	1,650	3,200	Nil
Problem Central Inc. Comments: General support.	3,500	10,000	3,900
Special Interest Groups			
Aid for New Mothers Comments: General support.	2,000	4,000	2,200
Architectural Conservancy of Ontario Comments: Premature to consider a grant at this time for the purpose indicated. Should be referred to	-	6,000	Nil

the Sesquicentennial Committee for eventual consideration.			
Bereaved Families of Ontario Comments: Insufficient financial information. Not clearly a local organization.	-	39,906	Nil
Capellano Disabled Workers Society Comments: Funds requested to purchase property. Inappropriate use of grant funds.	-	40,000	Nil
Centre for Spanish-speaking Peoples Comments: General support.	3,250	5,000	3,600
Child Care Workers Assoc. of Ontario Comments: Apparently a professional organization. Not an appropriate use of grant Funds.	-	4,510	Nil
Children's Storefront Comments: General support.	6,800	9,000	7,500
Costi-Ilias Immigrant Services Comments: General support.	4,300	20,000	6,400
East End Literacy Comments: General support. Further funding of this educational project is unlikely.	3,000	6,800	3,300
Ecology House Comments: General support.	3,000	4,000	3,000
Energy Probe Comments: General support.	-	5,000	2,000
Escuela Y Hogar Espanol Comments: General support. This level of funding is unlikely to be sustained for the purposes indicated.	-	10,000	5,000
Federation of Metro Tenants' Association Comments: General support.	5,700	10,000	6,300
Havelock House Project Comments: One-time funding only to allow operation to become established.	-	2,370	2,000
Immigrant Women's Job Placement Centre Comments: General support.	1,800	6,864	4,000

Landlord's Self Help Centre Comments: General support.	-	22,040	2,000
Meals Here and There Comments: General support.	2,200	2,356	2,350
M-TRAC for Rail Safety Comments: General support.	-	15,000	3,000
National Congress of Italian Canadians Comments: General support for local activities.	1,500	9,075	3,000
Opportunity for Advancement Comments: General support.	2,500	5,000	2,750
Palmerston Community Day Care Comments: Funding for day care services not a City responsibility.	-	1,500	Nil
Portuguese Free Interpreters Comments: General support.	3,000	8,000	3,000
Public Focus on Great Lakes Pollution Comments: General support.	-	3,257	1,000
Regeneration House Inc. Comments: General support.	1,000	2,475	1,000
Regent Park Services Unit Comments: General support.	-	3,200	2,500
Riverdale Action Committee on Race Relations Comments: Event for which funding requested not in funding year.	-	2,660	Nil
Riverdale Intercultural Council Comments: One time grant for project to investigate social, economic and employment needs of youth in the area. Funds not provided for rent.	-	11,750	8,750
Sikh Youth Association Comments: Unclear objectives for use of grant. Insufficient funding support from other sources. Application form not signed by two responsible officials. Inaccurate financial presentation.	-	11,750	Nil

Silayan Filipino Community Centre Comments: General support.	-	5,000	2,000
Silent Voice Canada Inc. Comments: General support.	1,000	8,000	1,500
South Riverdale Child Parent Centre Comments: General support.	3,000	8,800	3,000
South Riverdale Community Health Project Comments: Not an appropriate use of grant funds.	-	10,000	Nil
Tenants Hotline Inc. Comments: General support.	-	1,980	2,000
Toronto-Amsterdam Twin Cities Assoc. Comments: Although the Grant Review Board has funded this organization in the past, it has been with considerable reluctance as it feels funding should come from other City sources.	1,000	4,973	Nil
Toronto Chinese Community Services Assoc. Comments: General support.	1,500	3,000	1,650
Toronto Rape Crisis Centre Comments: General support. Funding subject to the presentation of additional financial information.	5,300	11,500	5,800
Ukrainian Canadian Social Services Inc. Comments: General support.	3,000	10,000	3,300
Union of Injured Workers Comments: General support.	2,900	6,000	3,200
Urban Alliance on Race Relations Comments: General support.	5,000	8,000	5,500
Volunteer Centre of Metro Toronto Comments: General support.	2,000	5,600	2,200
Ward Nine Senior Link Comments: General support.	3,000	14,850	3,300
Women's Counselling Referral and Education Centre Comments: General support. Recommend an approach to the Department of Public Health as to the possibility	3,500	5,000	3,900

of obtaining funding through a purchase of service agreement.			
Women's Resource Centre - YWCA Comments: General support.	3,000	5,000	3,300
Working Women Community Centre Comments: General support.	3,500	5,800	4,000
Other			
Bickford Park Outreach Program Comments: Inadequate financial information. Not clear that an investment by the City could be justified.	-	28,710.60	Nil
Dixon Hall Neighbourhood Social and Family Service Centre Comments: General support.	6,300	7,000	6,900
H.I.N.T.S Comments: Purpose of grant not within the scope of the grants program. Planning and Development Dept. staff could assist in securing funding under the Elderly Persons' Centres Act.	-	10,000	Nil
Is Five Foundation Comments: General support.	2,900	3,300	3,200
Open Door Centre and Rooms Registry Services Inc. Comments: General support.	9,000	10,500	7,000
Operation Economic Concern Comments: General support.	-	3,700	2,000
Overnight Drop-in Comments: General support.	4,250	6,000	4,700
Parent Resources Comments:Other funding seems adequate for purpose stated.	-	3,000	Nil
Queen St. United Church Building Management Group Comments: General support.	10,500	12,529	11,600
St. Veronica's School Comments: General support.	-	150	150

Senhor Santo Cristo School Comments: General support.	150	170	17(
Travellers' Aid Society of Toronto Comments: General support.	1,000	3,500	1,100

RECREATION GRANTS

Leisure Services

Adventure Education Concept Comments: General support, subject to the provision of satisfactory evidence of use by City of Toronto residents.	3,000	5,500	3,300
Applegrove Advisory Council Comments: The Grant Review Board will not recommend funding for new Community Centres until City Council has clarified its policy.	-	15,000	Nil
Black Theatre Canada Comments: Funding of this kind is presently the responsibility of the Toronto Arts Council to whom an application has been made.	-	15,000	Nil
Central Neighbourhood House Comments: General support.	9,600	16,000	10,500
Centre Communautaire Francophone de Toronto Comments: General support.	4,000	5,000	4,400
Circolo Culturale Carlo Levi Comments: General support.	-	2,000	2,000
Circolo Dell'Anziano "Le Caravelle" Comments: General support.	-	300	300
Cowan Avenue Firehall Community Centre Comments: The Grant Review Board will not undertake new funding for Community Centres until City Council has clarified its policy.	-	9,715	Nil
Dixon Hall Comments: General support.	9,500	12,500	10,400

East Toronto Seniors' Centre Comments: Funding for one year only, to become established as an Elderly Persons' Centre.	-	8,600	7,500
Eastview Neighbourhood Community Centre Comments: General support.	28,100	35,000	31,900
Echo-Logical Theatre Comments: General support.	1,000	1,770	1,100
First Portuguese Canadian Club Comments: One-time grant for the purpose of celebrating their 25th anniversary, subject to the provision of satisfactory financial information.	-	12,000	9,000
First Portuguese Canadian Club (Seniors' Centre) Comments: Funds were not used last year for the purpose for which they were given. Inadequate financial information provided this year.	4,000	8,000	Nil
519 Church St. Community Centre Comments: Funding for teens' and children's programs only.	7,100	7,800	7,800
Niagara Neighbourhood Centre Advisory Council Comments: General support. Previous level of support continued on interim basis. The Neighbourhoods Committee has been advised of the urgent need to work out an appropriate arrangement for regular funding for this Community Centre.	4,500	20,568.60	4,900
North Toronto Recreation Club for Disabled Adults Comments: General support.	3,000	4,000	3,300
Pelham Park Residents Assoc. Comments: General support.	4,100	4,500	4,500
P.H.I.A.C.S. Comments: General support, subject to a satisfactory report from the Coordinator of the Disabled and Elderly that a reasonable level of service is being provided to City residents.	3,000	8,500	3,300

Regent Park Adult Recreation Centre Comments: Funding for office and miscellaneous supplies.	4,000	7,096	1,000
Rock Against Racism Comments: Not clear that the events proposed would benefit Toronto residents.	-	1,750	Nil
St. Christopher House Comments: General support.	12,900	19,000	14,200
St. Paul's Centre at Trinity Comments: Unclear why there are not enough funds available for the operation of this Centre from the sale of St. Paul's Church.	-	5,000	Nil
St. Stephen's Community House Comments: General support.	16,000	18,095	17,600
Scadding Court Community Centre Comments: General support.	(12,000)*	14,140	13,200
University Settlement Comments: General support.	28,500	34,570	31,000
West Toronto Recreation Club for Disabled Adults Comments: Inadequate financial Information.	4,500	12,900	Nil
Woodgreen Community Centre Comments: General support.	17,500	30,193	19,000
YWCA - Bongard House Comments: General support.	3,000	5,500	3,300
—			
Sports and Boxing Clubs			
Cabbagetown Youth Centre Comments: General support.	5,000	8,000	5,500
North Toronto Gyros Athletics Inc. Comments: General support.	5,000	20,000	5,500
Sully's Toronto Youth Athletic Club (Formerly Toronto Amateur Athletic Club) Comments: General support.	6,900	9,500	7,500

Toronto Beaches Lacrosse Club Comments: General support.	1,750	3,000	1,950
Withrow Park Ball Hockey League Comments: General support.	1,000	3,000	1,100
Summer Programs			
C.A.N.O.E. - Creative and Natural Outdoor Experience Comments: Funds not obviously required.	1,400	1,540	Nil
Children's Parkdale Comments: General support. This group should explore the possibility of working closely with the Parkdale Community Centre.	6,000	7,000	6,600
Independence Afloat Sailing Program Comments: General support.	-	5,000	1,500
Indian Immigrant Aid Services Comments: General support.	3,500	12,000	3,900
Kiwanis Club of Riverdale Inc. Comments: Duplication of existing City services.	-	15,000	Nil
Ontario Society for Autistic Children Comments: Not obviously providing a service to Toronto residents.	-	1,000	Nil
Sea Hawks Toronto Comments: General support.	1,000	2,000	1,500
St. Francis of Assissi Church Comments: General support.	3,300	4,000	3,600
St. Mary of The Angels Church Comments: Final year of funding. Next year the City will be providing similar services at the Wallace-Emerson Community Centre.	3,900	4,200	4,200
St. Matthew's United Church Summer Day Camp Comments: General support.	1,900	2,000	2,000
Summer Rendezvous for Seniors at Harbourfront Inc. Comments: Not obviously providing service to City residents.	-	3,000	Nil

Sunny View Youth Involvement Assoc. Comments: General support.	3,000	3,500	3,300
Youth Centres			
Bloor Youth Centre - YMCA Comments: General support.	23,000	26,224	25,300
Boys' and Girls' Club of Downtown Toronto Comments: General support for both purposes requested.	5,500 -	6,000) 3,000)	6,100
Dovercourt Boys' and Girls' Club Comments: Maintenance now to be provided by the City Property Department at an annual cost of $23,000. Nevertheless, a need for further funding is recognized. No recommendation is being made pending clarification of Council's policy respecting the funding of Community Centres.	Nil	30,000	Nil
General Mercer/Osler Youth Centre - YMCA Comments: General support. This program should be monitored closely by the Parks and Recreation Department in view of recent problems.	10,000	11,107	11,000
Gerrard "K" Club Comments: General support.	4,712	6,000	5,200
North Toronto Recreation Centre - YMCA Comments: General support.	9,800	11,710	10,800
Oakwood Youth Centre - YMCA Comments: General support.	21,750	24,393	23,900
Parkdale Youth Centre - YMCA Comments: General support.	18,000	20,557	19,800
St. Alban's Boys' and Girls' Club Comments: General support.	10,600	17,000	11,500
Share Community Youth Centre Comments: General support.	12,900	18,000	14,200
West Scarborough Boys' and Girls' Club Comments: Not obviously providing service to City residents.	Nil	2,000	Nil

• From At Large account (E.C.R. No. 30, Cl. 65)

HIGHLIGHTS OF 1981 GRANT REVIEW BOARD RECOMMENDED ALLOCATIONS

GRANT CATEGORIES	No. of Groups Requesting Grants	No. of Groups Receiving Grants	$ Range of Grants Allocated	$ Median of Grants Allocated	No. of Groups Receiving Grants of $10,000 or more
A. GENERAL GRANTS					
1. Information Centres	7	5	$1,200 - $6,200	$ 5,300	0
2. Special Interest Groups	44	35	$1,000 - $7,500	$ 3,000	0
3. Other	12	9	$150 - $11,600	$ 3,200	1
B. RECREATION GRANTS					
1. Leisure Services	29	22	$300 - $31,900	$ 6,200	8 *
2. Sports and Boxing Clubs	5	5	$1,100 - $7,500	$ 5,500	0
3. Summer Programs	12	8	$1,500 - $6,600	$ 3,450	0
4. Youth Centres	11	9	$5,200 - $25,300	$11,500	7 **
TOTALS	120	93			16

Footnotes:

* All 8 were either TANS agencies (7) or AOCC (1). Received $147,800 out of $203,500 (72.6% of sub-category).

** Five out of the 7 were YMCA sponsored youth centres. These five received $90,800 out of $127,800 (71.0% of sub-category). In the YMCA and the 8 agencies in Leisure Services sub-category, the total allocated was $238,600. This represents 62.9% of the total $ allocated for Recreation Grants and 42.6% of the combined $ allocated to General and Recreational Grants.

Year	General	Parks		Cultural	Veterans' Clubhouses	Housing	TOTAL	Total Expenditures for City Purposes	Comments
		Recreation	Shared Use						
	$	$	$	$	$	$	$	$	
1968	43,091	41,202[e]	-	171,094[a][e]	42,080[e]	-	297,467	78,113,572	a - including $150,000 for Toronto Arts Foundation
1969	66,928	71,211[e]	-	284,239[a][e]	41,126[e]	-	463,504	81,482,249	a - " 283,239 " " " "
1970	24,493	70,862[e]	74,441	470,277[a][e]	45,404[e]	-	685,477	88,762,667	a - " 466,777 " " " "
1971	23,330	60,508[e]	73,064[b]	370,516[a][e]	42,553[e]	-	569,971	101,129,108	a - " 363,266 " " " "
1972	63,064	41,903[e]	147,820[c]	426,360[a][e]	45,703[e]	-	724,850	103,839,421	a - " 422,660 " " " "
1973	205,750	57,200[e]	131,600	317,150[a][e]	41,422[e]	-	753,122	108,908,399	a - " 275,000 for Toronto Arts Productions " 3,000 for Theatre Plus
1974	219,893	285,307	185,972	350,080[a]	40,780	-	1,082,032	119,802,125	a - " 265,000 for Toronto Arts Productions " 4,000 for Theatre Plus
1975	209,086	197,254	144,801	396,067[a]	43,456	-	990,664	141,488,571	a - " 270,367 for Toronto Arts Productions " 5,000 for Theatre Plus
1976	190,758	383,761	114,367	383,500[a]	53,747	10,500	1,136,633	155,261,666	a - " 240,000 for Toronto Arts Productions " 15,000 for Theatre Plus
1977	184,491	328,062	127,066	430,995[a]	61,773	35,993	1,168,380	172,508,843	a - " 264,570 for Toronto Arts Productions " 30,000 for Theatre Plus
1978	161,387	284,475	136,557	495,389[a]	65,193	40,413	1,183,414	197,301,036 (Est.)	a - " 283,089 for Toronto Arts Productions " 61,492 for Theatre Plus
1979	164,829 (Est.)	304,389 (Est.)	144,750 (Est.)	530,066 (Est.)[a]	69,431 (Est.)	56,000 (Est.)	1,269,465 (Est.)	205,815,859 (Est.)	a - " 303,000 for Toronto Arts Productions " 62,000 for Theatre Plus

b - Included in At Large Account

c - Included in Development Department Budget as part of Community Development Program

d - January 1, 1972 - Expenditure doubled due to implementation of 8-Point Criteria Agreement between the City and the Board of Education

e - Shared Use Grants 1972-1975 - In 1972, the Chairman of the Grant Review Board initiated a policy change whereby all jointly funded playground improvements would be included as shared-use grants. This policy, however, was changed again in 1975 after which playground improvements were included as part of the regular Parks Budget submission.

f - These amounts, with the exception of T.A.F., T.A.P. and Theatre Plus, were included in the General Grants category but are shown separately for comparison purposes.

APPENDIX II

F U T U R E T R E N D S

A PERSPECTIVE ON DEMAND FOR LEISURE SERVICE PROGRAMS

Planning and Development
December 1981

TABLE OF CONTENTS

	Page
1. INTRODUCTION	1
1.1 Purpose of the Report	1
1.2 Limitations of the Report	1
1.3 Organization of the Report	1
2. DEMOGRAPHIC COMPONENT	3
2.1 Trends	3
2.2 Impact	5
3. WORK COMPONENT	7
3.1 Trends	7
3.2 Impact	9
4. URBAN COMMUNITY COMPONENT	11
4.1 Trends	11
4.2 Impact	13
5. SUMMARY	14

F U T U R E T R E N D S

1. INTRODUCTION

1.1 Purpose of the Report

The major purpose of this report is to encourage those responsible for investigating program delivery models to think beyond 1981 and anticipate demands that will be made on the leisure delivery system in the future. If trends can be identified they can be monitored in the immediate future to establish their continued relevance.

1.2 Limitations of the Report

The report is based on selected forecasts of the future that are directly relevant to the use of leisure services.

Future forecasts are susceptible to outside and unknown influence. However, the uncertainty of forecasts need not be viewed as a limitation. What really matters is not the precision of the forecasts in question but rather that they focus concern where it should be focused.

1.3 Organization of the Report

The main body of the report has been organized into three sections focused on the following forecasting components:

(a) Demographic - The demand for leisure time activities as related to the changing demographic composition of the City.

(b) Work - The individual's working life has an impact on his leisure time by influencing the amount and distribution of free time; the resources available to purchase leisure

opportunities; and the types of leisure time activites that will appropriately complement work-related activities.

(c) Urban Community - A further influence on leisure time activities is the environment within which the individual must seek opportunities to occupy his free time.

In each section, the variables that comprise each of the components are outlined and their specific impacts on future demands on the leisure delivery system are discussed. The final chapter synthesizes the above information.

2. DEMOGRAPHIC COMPONENT

2.1 Trends

2.1.1 Age Structure

The distribution of the population in the 0-19, 20-44, 45-64 and over 65 age groups for 1976 and projected for 1991 is shown in Table 1. An absolute and relative decline in the City's child and teenage population, with a corresponding increase in the 20-44 age group is projected.

TABLE 1 - POPULATION DISTRIBUTION BY AGE GROUP 1976, PROJECTED 1991, FOR CITY OF TORONTO

	1976		1991	
	Number	%	Number	%
0-19	169,095	26.7	106,790	18.1
20-44	261,559	41.3	290,870	49.3
45-64	127,929	20.2	117,410	19.9
65+	74,732	11.8	74,930	12.7
	633,315		590,000	

Source: Metropolitan Toronto Planning Department, Research Division, 1980

At the same time, the proportion of the population over 65 will slightly increase but the number of elderly will remain constant because of a projected slight decline in the City's overall population. This trend differs substantially from projected growth of the senior citizen population in the rest of Metro and the surrounding municipalities (Table 2).

TABLE 2 - ESTIMATES OF SENIOR POPULATION (65+ YEARS), TORONTO REGION

Municipality	1976	1991
Toronto, City	74,670	73,270
York	14,120	15,060
East York	15,180	13,760
Etobicoke	24,670	29,830
North York	42,170	56,250
Scarborough	24,640	42,730
Metro Total	195,450	230,900
Four Regions*	61,195	168,500
Regional Total	256,645	399,400

* Four Regions consist of Regional Municipalities of Durham, York, Peel and Halton.

Source: Metropolitan Toronto Planning Department, Research Division, 1980

The shift in importance of the different age groups is a result of the maturing of the baby boom generation, a rapid decline in fertility rates in the last two decades, and the continued attractiveness of the Central City to young adult households.

2.1.2 Childless Households

Most researchers are forecasting a dramatic increase in the percentage of childless households in Canada resulting from increases in the proportion of non-family households and family households without children (Table 3). This trend has emerged as a result of a number of socio-economic changes including the longevity of seniors, the trends toward fewer children per family, the rise in the divorce rate and the decrease in the rate of marriage.

Table 3 - ACTUAL AND PROJECTED HOUSEHOLDS BY TYPE IN CANADA

	(% Distribution)			
	1966	1976	1986	1996
Non Family	15	21	25	25
Family with children	64	54	45	37
Family without children	21	25	31	38

Source: Canada Mortgage and Housing Corporation, 1980

The above trend is particularly evident in the City. Since 1961, the number of one- and two-person households in the City has almost tripled. In 1976, nearly 60% of the City's households contained only one or two persons (Table 4).

TABLE 4 - CHANGES IN HOUSEHOLDS SINCE 1961, CITY OF TORONTO

Year	Population	Average Household Size	One Person Households	Two Person Households	Three Person Households	Four Person Households	Five or More Person Households	Total
1961	702,524	3.85	# 25,142	47,462	31,156	26,287	52,738	182,785
			% (13.8)	(26.0)	(17.0)	(14.4)	(28.8)	(100.0)
1966	697,420	3.67	# 33,856	50,277	28,901	24,585	52,518	190,137
			% (17.8)	(26.5)	(15.2)	(12.9)	(27.6)	(100.0)
1971	712,785	3.17	# 52,335	63,380	33,905	28,480	46,595	224,695
			% (23.3)	(28.2)	(15.1)	(12.7)	(20.7)	(100.0)
1976	633,318	2.75	# 71,325	65,155	31,495	27,150	35,270	230,395
			% (31.0)	(28.3)	(13.6)	(11.8)	(15.3)	(100.0)

Source: Census of Canada, 1961, 1966, 1971, 1976

2.2 Impact

- The increased aging of the population and the decreasing proportion of children point to a relative decline in participation in team sports, subject to the following qualifications:

  (a) Adults may replace children as frequent participants in certain team sports. This appears most likely for the sports which do not emphasize physical contact; are not excessively demanding on the participants; and which can accommodate co-ed teams.

  (b) If children participation rates in team sports shift from one team activity to another, the more popular activites may continue to grow. In other words, demand for all child-oriented activities may not necessarily increase or decrease in direct relation to changes in the number of children. This may explain the rapid growth of soccer in the City.

- Conversely the above trends point to a substantial increase in participation in adult-oriented activities and programs. The trend toward childless households reinforces the likelihood of this occurring. Fewer adults will spend their leisure time supervising or participating in their children's recreation. Consequently, more of their leisure time can be devoted to activities solely of interest to them.

- The decreasing number of children in the population may have a significant impact on the supply of recreational facilities in the City if declining enrolments result in continued closing of schools. While it is possible that such schools could be converted to full-time community/recreation centres, will the City be able to absorb the costs associated with such an undertaking?

- The childless household data indicates that the nuclear family is becoming less prevalent. As social structures diversify, so will the demand for leisure services. Their will be a continued blurring of what at one time had been a clearer distinction between "recreation" and "social service" programs.

3. WORK COMPONENT

3.1 Trends

3.1.1 Decreasing Amount of Time in the Work Force

Studies show that an increasing percentage of Canadians will be in the work force, perhaps as high as 65-70% by the end of the century.(1) This will largely be a result of a steady increase in the female labour force participation rate (Table 5).

TABLE 5 - LABOUR FORCE PARTICIPATION RATES*, CITY AND METROPOLITAN METROPOLITAN TORONTO, 1961-1976

	1961			1976		
	Male	Females	Total	Male	Female	Total
City of Toronto	80.2	40.0	62.0	74.4	52.0	62.7
Metro Toronto	83.4	40.4	61.3	77.8	54.6	64.4

* The participation rate is the percentage the labour force forms of the total working age population.

Source: Census of Canada, 1961, 1976.

While there will be more Canadians in the work force, they will not be working as much. A combination of factors will be responsible: later entry into and earlier exit from the work force reducing the number of years in the labour force by approximately 30%;(2) a shorter work week, decreasing by anywhere from 20%-40%;(3) and a virtual doubling of the duration of one's annual vacation.(4)

The following forecast decribes the trend to decreasing amounts of time spent in the work force (Table 6).

TABLE 6 - LENGTH OF PARTICIPATION IN WORK FORCE IN CANADA

	1976	1980	1990	2000
Average Age of Entry	21	21	21	23
Average age of Retirement	64	60	57	54
Average Number of Years in Labour Force	43	39	35	31

Source: Environment Canada, Fourth-Quarter Century Trends in Canada

3.1.2 Shifting Employment Opportunities to the Service Sector

There is widespread agreement amongst forecasters that significant increases in the proportion of the labour force employed in the service sector will be realized. Employment shifts in the City bears this out (Table 7). Between 1970 and 1976, there was a 64% increase in the number of office employees and a 7% shifting in the proportion of employment in the office sector.

TABLE 7 - EMPLOYMENT BY TYPE, CITY OF TORONTO 1970-1976

	Office Employees	%	Retail Employees	%	Factory and Warehouse Employees	%	Other Employees	%	Total Employees #	Total Employees %
1970	178654	38.1	47013	10.0	117014	25.0	126164	26.9	468845	100.0
1974	219726	42.7	48618	9.5	114014	22.2	131856	25.6	514214	100.0
1976	294290	45.2	51370	9.3	116480	21.1	134049	24.4	551189	100.0

Source: Metropolitan Planning Department Employment Surveys

This shift to service employment, in parallel with the historic trend that has seen a decreasing proportion of the labour force involved in the primary sector, has lead some forecasters to remark on the increasingly sedentary nature of occupations.

3.1.3 Disposable Income

Despite questions associated with resource shortages and the existing economic recession, most forecasts of Canada's long term economic future are optimistic. Real disposable income is actually expected to increase (Table 8).

TABLE 8 - PROJECTED INCREASE IN DISPOSABLE INCOME PER CAPITA

1981-1985	3.8%
1986-1990	3.8%
1990-1995	3.9%

Source: Hudson Institute, Canada Has a Future, 1979

Increasing disposable incomes have generally resulted in increasing expenditures for leisure, perhaps even at an accelerated rate.

> "As the Canadian standard of living increases so the amount that is spent on recreational consumption increases. Indeed, the available data tend to indicate that the rate of consumption within recreation expenditures has increased at a rate in excess of the average increase of living standards."(5)

3.2 Impact

- The work related trends all point to increasing demands placed on the municipal delivery system in the future. If our economic prosperity continues unchecked by major crisis, we will use our collective wealth to buy longer weekends, longer vacations, career breaks and earlier retirement; if, on the other hand, we face extended periods of recession discretionary time will be forced upon us in the form of job-sharing programs, temporary lay-offs, underemployment and unemployment.

- The extent to which the City can be expected to absorb this demand depends to a considerable degree on other available suppliers of leisure services. These could include other public authorities (e.g. school boards); the private sector; and non-local opportunities (travel and tourism).

- The flexibility of labour force participation suggests that the City will increasingly be called upon to provide leisure services over extended periods of time. Programming that is concentrated on the traditional weekend and the summer months will increasingly accommodate less of the overall demand.

- An emphasis on physical fitness and/or creative and educative leisure pursuits can be expected to compensate for the sedentary and/or repetitive orientation of many service occupations.

4. URBAN COMMUNITY COMPONENT

4.1 Trends

4.1.1 Population and Employment

Even though the total number of households in the City is projected to increase, a reduction in the size of existing households coupled with smaller new households coming on stream will keep the City's residential population at approximately 600,000. Daytime population however, is expected to increase substantially with the creation of new employment opportunities in the Central Area (Table 9).

TABLE 9 - ACTUAL AND PROJECTED POPULATION AND EMPLOYMENT TRENDS - CITY OF TORONTO, 1960-2001

	Population	%	Employment	%	Total	%
1960-61	702,524	(61)	448,800	(39)	1,151,324	(100)
1970-71	712,786	(60)	468,845	(40)	1,181,631	(100)
1976	633,325	(53)	551,189	(47)	1,184,514	(100)
1981*	594,214	(51)	574,000	(49)	1,168,214	(100)
1991*	590,000	(49)	606,500	(51)	1,196,500	(100)
2001*	600,000	(49)	636,300	(51)	1,236,300	(100)

* Projected Estimates Only

Source: Census of Canada and Metro Toronto Planning Department Employment Estimates

Residential population in the Central Area is also expected to experience growth. This will largely be dependent on the achievement of the following housing objectives of the City's Official Plan:

"Housing target for 1985

2A.2 (a) Council's long-term housing target is to provide for the production of 40,000 new dwelling units by the end of the year 1985 within the City, of which 50 percent should be units suitable for low-to-moderate income households and further that (i) 25 percent of the target of 40,000 dwelling units and (ii) 25 percent of the low-to-moderate income component of that target should be housing suitable for families with children."

"Housing targets for Central Area

1A.19 (a) It is the policy of Council to set as its targets for the Central Area by the end of the year 1985, the production of 30,000 new dwelling units of which about one-half should be units suitable for low-to-moderate income households and of which about one-sixth should be housing suitable for families with children."

4.1.2 Personal Residential Space

Between 1966 and 1979, a total of 54,876 housing units were completed in the City of Toronto. Nearly all of these (92%) were in the form of apartments (Table 10).

TABLE 10 - HOUSING COMPLETIONS BY UNIT TYPE

Toronto 1966 - 1980

	#	%
Single	683	1
Semi	1,207	2
Row	2,240	4
Apartment	50,746	92
TOTAL	54,876	

Source: Central Mortgage and Housing Corporation, 1980

To the extent that future construction emphasizes multiple family housing the supply of private, outdoor recreational space can be expected to decrease. Fewer households will have access to such space adjacent to their unit.

4.2 Impact

- Unlike the fringe municipalities surrounding Metro, overall demand for leisure and social services in the City will not be strongly influenced by population growth.

- The Central Area however, may experience an increase in demand resulting from projected employment trends and City housing policy.

- Any decrease in the supply of personal, outdoor recreational space can be expected to result in increasing demands on communal space for leisure activities.

5. SUMMARY

The discussion of trends has identified a number of changes that have implications for the use of leisure programs. While impacts of individual trends have been noted, overall impacts have yet to be addressed. These are discussed below.

(a) Nature of Demand

The nature of future demand for leisure services will differ from current demand because of the changing demographic composition of the City's population. Increased aging of the population combined with the trend toward childless households will result in:

- an increased demand for adult-oriented activities/programs and a decreased demand for child-oriented activities/programs; and
- a diversification of demand for leisure services resulting in a continued blurring of "recreation" and "social" programs.

(b) Extent of Demand

There will be strong demands to expand leisure services in the City. This will not result from population growth (Central Area may be an exception) but from the following trends:

1. the decreasing amount of time spent in the work force;
2. the increasing proportion of the work force employed in the services sector;
3. either increased or decreased disposable income; and
4. the decreasing supply of personal outdoor recreation space.

Furthermore, increased flexibility of labour force participation suggests that local authorities will increasingly be called upon to provide services over extented periods of time. What are now considered non-prime hours (e.g. weekdays) will increasingly accommodate a greater proportion of the overall demand. If the provision of leisure services were to remain constant in the future, the result of the above trends would be a reduction in the operating costs of recreation facilities due to continuous use.

(c) Supply of Leisure Services

Declining enrolments resulting in the continued closing of schools will place an additional burden on the leisure delivery system because of the subsequent potential loss of recreational facilities. Decreased municipal spending power and financial restraint will undermine the City's ability to keep the supply of leisure services at its current level.

These trends in turn will result in:

- increased reliance on other public and private agencies within the City to provide needed leisure services; and

- increased emphasis on community development in an effort to encourage personal and community responsibility for leisure services.

Current allocation of City dollars to competing leisure needs should recognize the potential implications of the above scenerio.

N O T E S

1. S.D.L., Urban Canada, The Challenge of 2001; John Kettle, Hindsight on the Future. 1970.
2. Environment Canada, Fourth-Quarter Century Trends in Canada. 1976.
3. Harold Dyck, Social Futures Alberta. 1972.
4. ibid.
5. C.K. Campbell, Future Symptons, p. 89. 1976.

18

CITY OF TORONTO
PARKS AND RECREATION DEPARTMENT

CITY CLERK'S OFFICE
NO ANS
REFER FILE
FEB 2 9 50 AM 82

February 1st, 1982

To: The Neighbourhoods Committee

Subject: Bicycle Race - High Park

Origin: Commissioner of Parks and Recreation (c36nhc82008:19)

Comments:

I am in receipt of a communication from Mrs. Clare Barry, Race Secretary, of the Queen City Bicycle Club, requesting permission to conduct a circuit bicycle race in High Park from 7:00 a.m. until 1:00 p.m. on Sunday, May 9th, 1982.

I advise that arrangements can be made to accommodate this race on this date in the park and I have reserved the date and will be granting the necessary permission. The Club, however, have also requested permission for the use of a sound amplification system in connection therewith, and this requires the authority of City Council.

Recommendation:

I recommend that the Queen City Bicycle Club be granted permission for the use of a sound amplification system between the hours of 7:00 a.m. until 1:00 p.m. on Sunday, May 9th, 1982 in connection with this circuit bicycle race in High Park.

J. B. Jones.
Commissioner of Parks
and Recreation

VT
HC